SCHOOL LIFE

OFFICIAL JOURNAL OF THE ★ ★ ★ ★ ★ ★ ★ ★ ★

OFFICE OF EDUCATION

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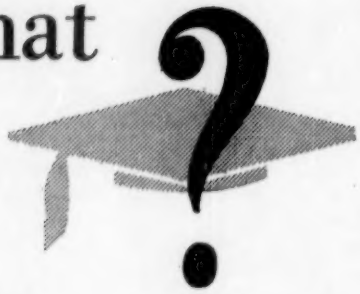
June 1956

SHORTAGE OF What ?



IT NOW appears that the critical shortage of qualified teachers to staff the schools and colleges of the United States will be serious for at least the next 10 years.

Alarming, indignant, and fully documented statements to this effect are read daily in newspapers and periodicals throughout the Nation. Parent groups, teacher organizations, State and Federal agencies—all are attempting to do something about it.

The objective: A greater number of qualified teachers.

A legitimate question: Do we know what we are talking about?

In the hue and cry over the teacher shortage, we seem to have neglected to define the term "qualified teacher."

Are we talking about a master teacher? Or just about somebody to take charge of each classroom? By qualified teacher do we mean the individual who meets the minimum certification requirements of his State? Do we mean only the graduate of a college or university program of teacher education?

Would we seek to develop teachers directly from high school graduates with scholastic competence, fine personalities, and a love for children? How do we look upon graduates of 4-year liberal arts programs who have an interest in teaching and evident aptitude for it but who are innocent of courses in education? What about homemakers with A. B. degrees?

A central requirement now in solving the teacher shortage is to comprehend and publicize the nature of the teaching process itself and to define what we mean when we say "qualified teacher."

John B. Whitelaw

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Educational news

EVENTS AND DEVELOPMENTS

of national significance

New Document on Supervisory Development

HOW TO train supervisors for industry—that was the subject of a conference held in the Division of Vocational Education in the Office during the week of May 7–11 under special auspices of the Trade and Industrial Education Branch. Under the chairmanship of visiting consultant Earl M. Bowler (assistant director of the industrial education department in the Division of Extension, University of Texas), specialists in trade and industrial education from 10 States that have pioneered successfully in supervisory training spent the 5 days presenting, discussing, and selecting the best that is known in their States about the philosophy and techniques of supervisory training.

Their conclusions and recommendations will be published this summer in a document prepared by Mr. Bowler. It will be the first bulletin on the subject to be issued by the Office in more than a decade, and will fill a need that has recently been expressed with much urgency in several States.

Singling Out the Schools of Suburbia

FOR the first time in history the Office of Education is undertaking a separate study of school systems in suburban cities.

This refinement in the study of metropolitan schools is in response to the growing concentration of population in the "urban fringes" since World War II. As the Bureau of the Census points out, almost all of the increase in our population between 1950 and 1955 took place in the 168 "standard metropolitan areas in 1950," and the rate of growth in the fringes of those areas was *7 times faster* than in the central cities themselves. Small wonder that it has suddenly become a matter of particular importance to find out how the suburbs are meeting their educational problems.

According to Joseph W. Kappel, assistant director for special projects in the Research and Statistical Services Branch, the survey is one of the first steps in the Office's program to modernize its statistical research. Two major aspects of that program are (1) to collect important data that have not been collected in the past, the better to reflect changes in our education system, and (2) to collect more data that will permit a better description of the progress of education throughout the Nation.

Teacher of the Year

APPROPRIATE these days, when leaders in government and industry are calling for more qualified science teachers, is the choice that *McCall's* magazine and the Office of Education made this spring for the fifth "Teacher of the Year."

They chose Richard M. Nelson, a young science teacher at Flathead County High School in Kalispell, Mont. Two of his students—Gerald Miller and Everett O'Hare—accompanied him to Washington for his presentation to President Eisenhower on May 29. One of them, at a reception given by *McCall's* on the afternoon of that day, was overheard, in a conversation with another guest, to put rather well the case for Mr. Nelson as a first-rate teacher of science: "Since he came to our school," he said, "nearly everybody takes science; and nearly everybody who takes it gets inspired to like it and use it, one way or another."

Mr. Nelson was selected to receive the award after representatives of *McCall's* and the Office of Education, cosponsors of the project, had spent careful study and observation on the nominees. All nominations were made by State departments of education at the invitation of S. M. Brownell, United States Commissioner of Education, and Edgar Fuller, executive secretary of the Council of Chief State School Officers.

Final Conference on Accounting Handbook

THIS month the fourth draft of a financial accounting handbook for elementary and secondary education in the United States is being revised into final form.

To consider it, and to resolve the few differences of opinion revealed by eight regional conferences held early this year, the Second National Conference on Financial Accounting for Local and State Schools is meeting in Washington during June 18–20. Attending are 28 representatives of 5 national associations—American As-

sociation of School Administrators, Association of School Business Officials of the United States and Canada, Council of Chief State School Officers, Department of Rural Education in the National Education Association, and the National School Boards Association—and the Office of Education.

The conference culminates a 2-year effort that has involved a series of national and regional conferences and enlisted the participation of hundreds of individuals constituting a broad cross-section of American education. All of it has been directed toward a single aim: The creation of a manual that would standardize receipt and expenditure accounts and define the basic accounting terms and, by so doing, make possible a more uniform and meaningful reporting of financial data for our Nation's schools.

After the conference, formal acceptance of the handbook will be considered by each of the participating organizations. Finally, the guide will be published by the Office of Education as Handbook 2 in the State Education Records and Reports Series.

Per Pupil Expenditures in Large Cities

CITIES with a population of 100,000 or more have larger current expenditures per pupil in their public schools than cities of 25,000 to 100,000. For the former, the average is $310 a year and $1.71 a day; for the latter, $262 and $1.47.

So reports the Office of Education's recently published *Current Expenditures per Pupil in Public-School Systems: Large Cities, 1954–55* (Circular No. 472), by Lester B. Herlihy, specialist in educational statistics. The circular is the 36th annual study in a series begun on the subject in 1918 and issued continuously since then except for an interruption during the school year 1945–46.

On the average the current expenditure dollar was distributed as follows in 1954–55: Instruction, 72 cents; operation of physical plant, 10 cents; fixed charges, 7 cents; maintenance of physical plant, 5 cents; administration and "auxiliary school services," 3 cents each. This dollar does not include anything spent for capital outlay, debt service, community services, services or supplies given also to nonpublic-school children, care of children in special institutions, or services such as night school or adult-education classes.

Service to National Manpower Committee

THREE members of the Office of Education staff have been named to give service to the National Committee for the Development of Scientists and Engineers, a committee that consists entirely of the chief officers of various nongovernmental organizations.

Henry H. Armsby, chief for engineering education, has been appointed to serve as liaison between the Department of Health, Education, and Welfare and the National Science Foundation, which is supplying the secretariat for the committee. Besides, he is a member of a fact-finding "task force" that the committee has appointed, under the chairmanship of Karl O. Werwath, president of the Milwaukee School of Engineering. Task-force assignment: To gather information that the committee can use in developing a program that will (1) increase the number of semiprofessional and technical personnel able to assist scientists and engineers and (2) make better use of such personnel.

Kenneth E. Brown, specialist in mathematics, and Ellsworth S. Obourn, specialist in science, also serve on a committee task force, under the chairmanship of Edgar Fuller, executive secretary of the Council of Chief State School Officers and a member of the national committee. This task force will submit to the committee information about methods and procedures for reviewing and improving elementary and secondary programs of science and mathematics in the schools of each State.

U. S. Education Represented at International Conference

TWO members of the Office of Education staff—Kenneth E. Brown, specialist for mathematics, and Fredrika M. Tandler, specialist for international educational relations—are part of the United States delegation to the 19th International Conference on Public Education in Geneva, Switzerland, on July 9–17. Chairman of the delegation is Finis E. Engleman, commissioner of education for the State of Connecticut; the fourth member is Gerald B. Leighbody, associate superintendent, Division of Instructional Services, Board of Education, Buffalo, N. Y.

The conference, which is jointly sponsored by UNESCO and IBE (International Bureau of Education), will be attended by representatives of education from more than 60 countries. It will concentrate its attention on two subjects: The teaching of mathematics in secondary schools, and school supervision at all levels.

Sent on ahead of the delegation, to be ready by the time the conference opens, is a new exhibit designed to show what education is like in the United States. In line with one emphasis of the conference, the exhibit is devoted almost entirely to education in mathematics. Dr. Brown, who directed the preparation of it, collected the materials from schools all over the United States.

Much of the liveliness of the exhibit derives from the fact that it represents pupil activities entirely. It shows teaching aids, classroom projects, and models—all devised and built by students on their own time. Its many large photographs focus on students using bulletin boards, libraries, and classroom facilities to develop an understanding of mathematics in everyday life.

The Commissioner's permanent

RESEARCH ADVISORY COMMITTEE

holds its first meeting

THE *ad hoc* research advisory committee that for more than a year has assisted the United States Commissioner of Education in laying the groundwork for a cooperative program of research in education has now been replaced by a permanent committee.

The Commissioner announced his appointments on May 17, at the close of a 2-day meeting that had brought the committee together for the first time. Five of the nine members previously served on the *ad hoc* committee: Frank Hubbard, assistant executive secretary for information services, National Education Association; Erick L. Lindman, professor of school administration, George Peabody College for Teachers; Willard C. Olson, dean, School of Education, University of Michigan; J. Cayce Morrison, director, Puerto Rican Study, New York City; and H. H. Remmers, director, Division of Educational Reference, Purdue University. The others are Ruth E. Eckert, professor of higher education, University of Minnesota; Ralph W. Tyler, director, Center for Advanced Study in Behavioral Sciences, Stanford, Calif.; C. J. Van Slyke, associate director, National Institutes of Health, Public Health Service; and Dael Wolfle, executive officer, American Association for the Advancement of Science.

Although, in conformance with the law that authorized the cooperative research program, the Commissioner has confined his appointments largely to research specialists in the field of education, he has also added representatives of research in medical science, in physical science, and in the social sciences. These other areas have been included because of their close relationship to, and interest in, the problems of education.

The Chairmen

The chairman of the committee is a member *ex officio:* he is always the assistant commissioner for research in the Office of Education. Currently acting in this position and therefore serving as chairman is John R. Rackley, deputy commissioner.

The committee also has a cochairman, whom it selects from among its members. At its first meeting it chose Willard C. Olson, whose duty it is to act as spokesman for the group and to serve as an advisor to the Commissioner between committee meetings.

Criteria for Projects

Another accomplishment of the first meeting was the rounding out of criteria that proposed research projects must meet to be accepted.

Back in the days of the *ad hoc* committee, four criteria had been set up, and those of course still stand as basic: That a project should (1) promise to have a value within a reasonable time, (2) attack a problem in which progress has been delayed by wide gaps in knowledge, (3) have significance for the country as a whole, and (4) give preference to new projects or to those in which duplication would be desirable as a scientific check on earlier conclusions.

Now, in addition to these 4, the committee has added a fifth, which in itself has 5 points. Thus, in choosing the projects to be carried out in the cooperative research program, the committee will consider also (1) the competence of the person who will direct the project, (2) the research resources of the institution or State department of education under whose aegis it will be directed, (3) the scientific merit of the project, (4) the extent to which the project will help to develop research personnel, and (5) the need for research in the area proposed in terms of the total educational research picture.

Selection of Project

The judgment of the committee is that priorities should not be established in advance. Instead, the research specialists will evaluate each proposal on its merits in terms of the criteria and will advise the Commissioner of their opinion.

In addition to this evaluation there will be consideration of such external factors as the need for the research and the money available. These bases will guide the Office in making the specific judgments required in negotiating a contract or a jointly financed cooperative arrangement.

Terms of Members

When plans for the organization of this committee were made, early in the year, it was decided that appointments would be for 3 years but that, on the first committee, three members would serve 1 year, three 2 years, and three 3 years.

The 3-year terms have been drawn by Drs. Lindman, Remmers, and Morrison; the 2-year terms, by Drs. Eckert, Hubbard, and Olson; and the 1-year terms, by Drs. Tyler, Van Slyke, and Wolfle.

Future Meetings

Three meetings a year—in February, May, and September—will be the usual schedule. But an extra meeting is being called for next month, to expedite giving consideration to proposed projects.

HIGH SCHOOL ENROLLMENTS *in* SCIENCE *and* MATHEMATICS

. . . some facts and figures

WHAT will be our supply of scientists, engineers, and mathematicians in the future—say, 10 years from now? Certainly one good basis for estimating that supply is the current enrollments in science and mathematics in our high schools.

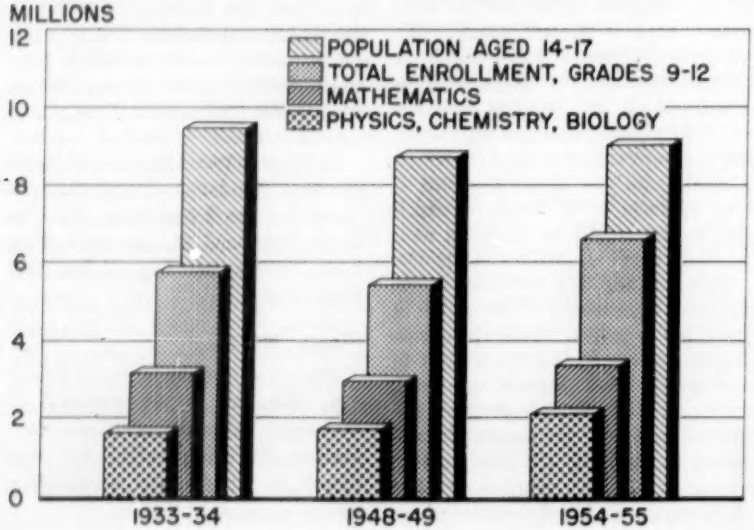
The students who graduate from high school without having taken the courses prerequisite for studying science or engineering in college are not likely at that stage to try to make up their deficiencies and go on to become scientists after all. And the students who concentrate on science and mathematics in high school make up a reservoir from which future scientists and engineers will be drawn.

As the chart on this page shows, enrollments in mathematics and in principal science courses in high school are larger now than they were 20 years ago. What makes these increases particularly encouraging is that they have developed in the face of a nonincreasing population of persons of high-school age—the 14-to-17-year-olds. In fact, this segment of our population, which still reflects the low birthrates of the 1930's, is *smaller* now than it was 20 years ago.

In 1954–55, enrollments in these courses were as follows (note that all but one showed an increase over 1948–49):

Course	*Enrollments in 1954–55*	*Change from 1948–49*
SCIENCE:		
Biology	1,294,000	+298,000
Chemistry	483,000	+71,000
Physics	303,000	+12,000
Total	2,080,000	+381,000
MATHEMATICS:		
Elementary algebra	1,205,000	+163,000
Intermediate algebra	432,000	+25,000
General math.	800,000	+95,000
Plane geometry	664,000	+65,000
Solid geometry	85,000	−9,000
Trigonometry	170,000	+61,000
Total	3,356,000	+400,000

Between the 1930's and now, enrollments in science and mathematics have increased despite a decreasing population of high-school age



In general these increases are closely related to larger enrollments in high schools nowadays. In 1948–49, for example, 5.4 million, or 62 percent, of the 14-to-17-year-olds were in grades 9–12; in 1954–55, 6.6 million, or 73 percent. If we relate enrollments in science and mathematics to the *population* of 14-to-17-year-olds, we see an increasing proportion; if we relate them to *high school enrollment*, we see a slightly decreasing proportion.

These developments are indicated in an analysis recently made by the Research and Statistical Services Branch of the Office of Education. The analysis measures enrollment in each course, first, as a percent of the country's population of the age at which students usually take the course (for example, the enrollment in biology as a percent of all 15-year-olds) and, second, as a percent of enrollment in the grade in which the course is usually offered (for biology, the 10th grade). On the first basis, every course but solid geometry showed an increase in 1954–55 over 1948–49. On the second basis, however, every course but two—biology and trigonometry—showed a decrease:

Course (and usual grade)	*Percent in 1948–49*	*Percent in 1954–55*
Biology (10th)	66.8	72.6
Chemistry (11th)	33.2	32.3
Physics (12th)	28.4	23.2
Elementary algebra (9th)	63.5	60.3
Intermediate algebra (11th)	32.7	28.8
General math (9th)	42.9	40.1
Plane geometry (10th)	40.2	37.3
Solid geometry (12th)	9.2	6.5
Trigonometry (12th)	10.6	13.0

These decreases in percentage should not necessarily be ascribed to the failure of individual schools to encourage enrollment in science and mathematics. For, in times of nonincreasing population of high-school age, increased enrollment in high school might not of itself yield many recruits to the fields of science and mathematics: it would not necessarily mean an increase in the num-

ber of students qualified to take science and mathematics with profit.

Whatever the case, numerical enrollments in science and mathematics *are* increasing. This fact alone, especially when viewed against the oncoming surge in the population of 14-to-17-year-olds, suggests a substantial increase in the future number of trained scientists and mathematicians.

ABOUT THE DATA: Data on enrollments are from the Office of Education, from reports on offerings and registrations in high school subjects for 1933–34 and 1948–49, and from *Offerings and Enrollments in Science and Mathematics in Public Secondary Day Schools, 1954–55*, by Kenneth E. Brown.

Data on population are from the Bureau of the Census, *Current Population Reports, Population Estimates.*

BACK-TO-SCHOOL CAMPAIGN

THE high-school graduate has many advantages over the nongraduate. He has an easier time getting a job, he learns new skills faster, he gets more profitable enjoyment out of his leisure, he is a better citizen. And he makes more money.

For the common good, these advantages should be extended to as many people as possible. Right now an effort in that direction is developing here in Washington, in the form of a cooperative venture by the Department of Labor and the Office of Education. They call it the Back-to-School Campaign.

What brings the two organizations together is their common concern over a widespread problem—the fact that too many school "dropouts" have no employment at all. Of the 4½ million 16-to-17-year-olds in this country—the group in which the problem centers—nearly 1 million are not in school. And of these, only a few more than half are employed.

Several circumstances make it hard for the young nongraduate to get a job. For one thing, he is up against an economy where the proportion of skilled jobs to unskilled is increasing fast. Both industry and the Armed Services have found that the worker who most quickly learns new skills and masters the fundamentals behind them is the one with a good basic education. For another thing, the nongraduate finds his opportunities narrowed by the fact that his contemporaries still in school are increasingly working part-time—after school, during vacations, and under school-work contracts.

One of the most alarming aspects of the whole problem is the fact that the number of "dropouts" is expected to increase in the next few years. True, an ever-growing segment of our population at high-school age is enrolling in high school; for example, in the fall of 1955, 74 percent were enrolled in grades 9 to 12 (in both public and private schools), compared to 63 percent 10 years ago. And of those who enter high school, more are staying to graduate—55 percent compared to 40 percent 10 years ago. But, although the high schools are increasing their holding power, they are not increasing it as fast as the Bureau of the Census says the high-school-age population will be growing in the next 10 years.

The joint effort of the Office of Education and the Department of Labor, therefore, is bent toward accomplishing two goals: (1) Giving to young people who will benefit from more education, the encouragement and opportunity to remain in school long enough to graduate; and (2) for those who cannot stay in school, helping to improve job opportunities.

Particularly important to the Office of Education is the first goal. Aside from the immediate purposes of the campaign, which will bring the Office in contact with every high school in the land before the summer is over, the Office hopes that the campaign will help it reach some long-term aims. It wants to find out just who the dropouts are and why they leave. It wants to find out how the number of unemployed dropouts in a community is related to what the schools in that community offer in the way of vocational education programs or school-work programs. When it finds the answers to these questions, it will be better prepared to enlist the interest of educators in strengthening school programs to serve the needs of potential dropouts.

Chiefly concerned with the employment angle, the Department of Labor has goals that attack the problem from the other side. It wants to discover how many school dropouts aged 16 and 17 years the labor market can absorb, and under what conditions. It wants to help develop favorable attitudes in employers. It is concerned with the application of labor standards and, if necessary, with the adaptation of those standards. And it is particularly interested in enlisting broad community support for programs that will serve the employment needs of young nongraduates.

The Back-to-School Campaign had its beginning in March, when representatives of both agencies met at the Office of Education. Since then, a joint committee of eight has been formed under the cochairmanship of J. Dan Hull, director, Instruction, Organization, and Services Branch of the Office, and Elizabeth S. Johnson, chief, Division of Child Labor and Youth Employment, Bureau of Labor Standards.

Immediate plans call for alerting the public interest. As the months pass, it is hoped, schools and communities will increasingly accept responsibility for the problem of the student tempted to leave school to find a job. Especially, from now until fall, the campaign is appealing to the young people themselves and to their self-interest.

Libya
Cuba
Haiti
Jamaica
Dominican Republic
Guatemala
El Salvador
Honduras
Nicaragua
Panama
Costa Rica
Liberia
Surinam
Colombia
Ecuador
Peru
Bolivia
Brazil
Paraguay

Farflung Education Programs

rams in education under the auspices of the International Co-
on Administration are in operation in 38 countries of Latin
a, the Middle East, and the Far East. In each country the pro-
s jointly developed by the United States mission and the host
nent as an integral part of the total technical assistance program.
Office of Education cooperates with the ICA programs by re-
g educational technicians for overseas service, in providing pro-
al support for these specialists in their individual assignments,
the training of foreign nationals in the field of education. In
ng these professional services, the Office utilizes the unique capa-
of its many staff specialists and draws upon the wide contacts
he Office has with national and international agencies.
ugh its services to these programs, the Office of Education is mak-
gnificant contribution to the general well-being of many nations
world.

The STATE and LIBRARIES

A nationwide survey of the structure and control of publicly supported libraries at the State level

REORGANIZING and revitalizing the machinery for supervision and control of the State program for publicly supported libraries is fast becoming a major problem of State government.

Two conditions are making it so. First, an increasing population and an advancing civilization are requiring more library services from the States. Second, in many States the basic legal structure and method of control for libraries, fixed 50 or 100 years ago, are still being used and are becoming inadequate to meet current demands.

To provide useful information to States that are being confronted with this problem, the Office of Education has made a nationwide study with the cooperation of State officials. The report on the study, *The State and Publicly Supported Libraries: Structure and Control at the State Level*, by Fred F. Beach, Ralph M. Dunbar, and Robert F. Will,* was published this spring as a companion to *The State and Education: Structure and Control of Public Education at the State Level*, reviewed in *School Life* last November. It analyzes the situation, focusing attention on desirable practices, significant trends, and multiplying responsibilities of the States.

The publication will be useful to State legislatures; library agencies and their staffs; students of public administration, education administration, and library science; and others concerned with improving the functions of publicly supported libraries. Of special interest to library officials and members of library boards is a section that describes for each State the statutory boards, commissions, and agencies having responsibility for library services at the State level.

THE evolving State program of publicly supported libraries in the United States has three distinctive parts: (1) State governmental libraries, which serve primarily the agencies of the government; (2) public school and State college and university libraries, which serve primarily the students and faculty; and (3) local public libraries, which serve the general public.

This delineation of parts, the authors say, is extremely important, for each part calls for special considerations in structuring and control. In fact, many of the difficulties which the States now encounter may be traced to lack of provision for these differences in the law.

State Governmental Libraries

Two developments have had widespread effect on State governmental libraries in recent years: The expanding need for governmental libraries, and the movement to make the governmental library responsible to the agency it serves.

In the early days the governmental libraries served few; now they serve many. Probably the greatest factor in this change is the rapid professionalization of State employees during the past 25 years. Other factors advanced by the report are the rising State government employment, increase in government research, greater use of governmental libraries by the general public, the increase in library materials and the consequent need for better bibliographical control, and the growing demand for archival and historical services.

As to the control of State governmental libraries, there have always been two opposing views. One holds that efficiency and economy would best be served if the general control of *all* such libraries were vested in a single agency. The other holds that control over each library should be vested in the agency it serves, arguing that when a government agency controls its own library it is in a position to tailor the facilities and services of the library to fit its needs. Furthermore, it says, when a government agency is served by a library it does not control, it must rely upon recommendations to the controlling agency to get what it needs. The controlling agency is not obligated to follow the recommendations and, through the pressure of circumstances, may not even be able to do so.

As demands for library services to governmental agencies have increased, the report shows, there has been a tendency to make each governmental library responsible to the agency it serves. More than half of the statutory State law libraries are under the operational control of the judiciary. A high percent of the State legislatures have a reference service directly responsible to them. Moreover, a growing number of governmental libraries are being established and supported through appropriation acts, and these libraries are controlled and operated by the agencies of which they are a part.

The State Library

The general State library, on the other hand, serves *all* agencies of government. Because of its broad function, which more and more has come to include archives and history services, the general State library is usually placed under the control of a board relatively independent in the structure of State government. States show an increasing tendency to give such boards authority to appoint a quali-

*Dr. Beach is chief, State School Administration; Mr. Dunbar, chief, Service to Libraries; and Mr. Will, research assistant, State School Administration.

fied professional executive officer—a State librarian—to carry out the board's policies for the library.

Public School and State College and University Libraries

The pattern of structure and control for public school libraries, the authors point out, is strikingly different from that for libraries in colleges and universities. Forty-eight State departments of education have important statewide responsibilities for school libraries. Except in a few States no comparable State agencies have similar responsibilities for college and university libraries. Operating responsibility for libraries of both the public schools and the colleges and universities is vested in the governing boards of the institutions involved.

The report stresses the growth in State department of education leadership in this field. Department after department has added school library specialists to its staff and is continually broadening its services. Duties of staff members are becoming more clearly defined.

A significant part of the report is a list of 21 broad responsibilities of State departments of education, which is virtually a composite blueprint for advancing library opportunities to all the children in the public schools of a State. It was prepared with the assistance of Nora E. Beust and Esther V. Burrin, specialists for school and children's libraries, Service to Libraries Section of the Office. Among the responsibilities listed are these:

To establish qualitative and quantitative standards for school library services.

To stimulate the development and improvement of school library services in the elementary and secondary schools throughout the State.

To provide consultative services on school library problems to legislators, teachers, administrators, lay groups, and administrative and professional organizations.

To establish standards for and to grant certificates to school libraries.

To collect, compile, interpret, and publish significant statistics on school libraries, and to integrate these statistics with those collected at the national level.

State Public Library System

Each of the 48 States has laws that permit local communities to organize, finance, and conduct public libraries. Most libraries that have been created under the laws are operated locally by governing boards. Besides, in every State a public library extension agency is responsible for providing leadership and regulation.

The authors call the public library extension agency the keystone in the structure of the State system of public libraries and compare it to the State department of education, the keystone of the State system of common schools. "No other official agency," they say, "is so strategically located to widen the library opportunities of all the people and to continually improve public library services."

The study found certain administrative practices indicated as sound: That control should be in the hands of boards relatively independent in the structure of government; that the boards should be composed of lay members who serve overlapping terms; and that each board should appoint a qualified executive officer and a staff to carry out its policies.

Leadership Functions

Creative leadership is the major responsibility of the public library extension agency. These agencies were originally created to provide direction to the public library movement—first to lead a community to desire a public library and then to guide it in converting that desire into reality. Leadership is emphasized because the development of a well-rounded program depends chiefly on stimulation and guidance, for maintenance of public libraries is not generally mandated by law as is the maintenance of public schools.

Out of the accumulated experience of the 48 States there has developed a knowledge of the leadership functions which public library extension agencies are in an unmatched position to discharge—the functions of planning, research, consultative and advisory services, coordination, in-service training, and public relations, all of them treated in the study.

Regulatory Functions

All States establish statewide regulations for local library performance in the interests of the whole people. The report notes the chief reasons why public library extension agencies are assigned regulatory responsibilities: (1) To guarantee safety and economy in the use of public library funds; (2) to insure efficiency in the management of the public library enterprise; (3) to protect the lives and health of those who use the local public library; and (4) to provide a basic library service throughout the State.

Operational Functions

To provide library services for all the people, extension agencies must sometimes fill gaps where local services are not available. Sometimes they (1) provide bookmobile or mail service to individuals; (2) give supplementary service of books, pamphlets, clippings, reading courses, and visual materials to public libraries; and (3) establish pilot or demonstration libraries for communities. Generally the operational functions of the extension agency decrease as the agency exercises its leadership role and as the system of public libraries covers the State.

Available upon request from the Office of Education is an advance summary of "Statistics of Public School Libraries, 1953–54," one of the chapters of the *Biennial Survey* now in preparation.

EDITOR'S NOTE: While this issue was in press, the Congress passed the Library Services Bill, which provides Federal aid to State public library systems. The legislation, if signed by the President, will operate through the 48 State extension agencies whose character and functions are described in *The State and Publicly Supported Libraries.*

STAFFING SCHOOLS and COLLEGES

KINDERGARTEN ENROLLMENTS

SOME indication of the status of the kindergarten in the various States may be had from this presentation of kindergarten enrollments in 1951–52 and 1953–54. The presentation is based on data from the *Biennial Survey of Education in the United States* for 1950–52 and for 1953–54 (in both, Chapter 2, "Statistics of State School Systems"; the later one, however, is still in preparation).

Region and State	Kindergarten enrollment as a percent of enrollment in—			
	Early elementary, K through Grade 3		All elementary, K through Grade 8	
	1951–52	1953–54	1951–52	1953–54
Continental U. S.	**13.23**	**13.84**	**6.30**	**6.54**
NORTHEAST	**20.85**	**20.25**	**10.02**	**9.79**
Connecticut	24.73	22.88	12.54	11.63
Maine	23.43	23.91	11.16	11.48
Massachusetts	17.97	16.08	8.49	7.71
New Hampshire	11.83	11.83	5.20	5.43
New Jersey	25.20	26.30	12.80	13.43
New York	24.76	22.61	12.15	11.25
Pennsylvania	14.43	15.23	6.59	6.78
Rhode Island	17.54	16.93	8.43	9.02
Vermont	5.87	6.76	2.57	2.95
NORTH CENTRAL	**18.66**	**20.25**	**8.78**	**9.92**
Illinois	17.03	21.20	8.00	10.52
Indiana	11.74	13.58	5.37	6.38
Iowa	18.72	21.54	9.04	10.80
Kansas	18.52	18.95	8.69	9.25
Michigan	28.43	28.11	14.21	14.51
Minnesota	19.35	10.09	8.99	10.09
Missouri	12.43	12.64	5.66	5.86
Nebraska	25.63	27.04	12.31	13.82
North Dakota	2.14	4.02	.90	1.73
Ohio	16.23	17.45	7.45	8.46
South Dakota	10.35	11.43	4.61	5.17
Wisconsin	24.51	26.03	11.84	13.11
SOUTH (EXCL. D. C.)	**2.21**	**2.36**	**.97**	**1.06**
Alabama				
Arkansas	.16	.....	.07	....
Delaware	4.53	4.31	1.99	1.93
Florida	1.58	1.56	.69	.69
Georgia	2.61	3.02	1.20	1.38
Kentucky	3.03	3.37	1.32	1.52
Louisiana	3.29	2.89	1.47	1.29
Maryland	10.34	11.16	4.70	5.23
Mississippi				
North Carolina				
Oklahoma	6.16	7.63	2.64	3.29
South Carolina				
Tennessee				
Texas	2.27	2.21	1.04	1.00
Virginia	2.42	2.78	1.11	1.25
West Virginia				
District of Columbia	24.10	23.77	11.85	12.40
WEST	**19.57**	**18.71**	**9.25**	**9.10**
Arizona	6.59	6.59	3.03	3.06
California	24.74	24.75	12.48	12.50
Colorado	15.49	17.12	7.20	8.24
Idaho				
Montana	4.63	6.05	1.96	2.64
Nevada	18.83	18.50	9.32	9.26
New Mexico	11.73	10.58	5.40	4.89
Oregon	8.88	8.46	3.88	3.81
Utah	14.12	16.26	6.46	7.53
Washington	20.07	13.44	9.90	6.48
Wyoming	12.09	15.33	5.52	7.26

THREE BULLETINS ABOUT EDUCATION FOR THE DISTRIBUTIVE OCCUPATIONS

THE overburdened teacher, coordinator, or supervisor, pressed for time and seeking ideas, should find much help in three concise "how to" studies on education for the distributive occupations recently published by the Division of Vocational Education of the Office.*

The first two are companions: *Distributive Education for Adults: Selection and Training of Part-Time Instructors* and *Distributive Education for Adults: Guide for Part-Time Instructors*, both prepared by Natalie Kneeland, training consultant, with the assistance of Office program specialists Donovan Armstrong, Clyde W. Humphrey, John B. Pope, and G. Henry Richert. The third is *Distributive Education for Youth: Work-Experience Laboratories*, prepared by William B. Runge, supervisor of distributive education for New Mexico, and the same Office specialists. All three are the result of cooperation from many specialists in distributive education and should reflect the best current thinking on the subjects they discuss.

Selection and Training of Part-time Instructors gives suggestions on what types of persons are likely to be qualified and on how to find them and meet their objections to teaching. It gives practical advice on individual teacher training, handling induction and on-the-job training, planning and organizing group training, and evaluating.

Guide for Part-Time Instructors points out ways in which instructors can adjust to their fields, use time-saving techniques, and make the job easier. Specifically it presents four steps in teaching—learning about it, planning for it, doing it, and checking and evaluating—and tells how to follow them. In addition it offers tips on questioning, on increasing class participation, and on handling difficult situations.

Work-Experience Laboratories deals with the cooperative school-work program for high-school students. Under this program, a trainee attends school part time and works part time in local distributive establishments.

To a great extent the successful preparation of the trainee depends on the intelligent cooperation of the school administrator, supervisor of distributive education, and local businessmen in the location, selection, establishment, and management of the student's work station. The bulletin answers such questions as these: How should stations be selected? What standards should be used in the selection? What steps should be taken in organizing the stations? How may trainees be assigned?

***All three of these publications are for sale by the Superintendent of Documents, U. S. Government Printing Office. For prices, see the list of publications on the back cover of this issue.**

STAFFING *our* SCHOOLS *and* COLLEGES

. . . *progress report on a research project*

BECAUSE the job of staffing our schools and colleges with qualified teachers is generally recognized as one of the most serious problems in education today and for the decade ahead, the Office of Education is planning a major research project in the field of teacher personnel.

The purpose of this basic research on staffing the Nation's schools and colleges, as set forth in the original proposal, is "to provide reliable fundamental data required for programs of action that may be developed to insure a more adequate and stable staffing of our elementary schools, secondary schools, colleges, and universities."

On December 30, 1955, a 6-month pilot study was approved by the acting Assistant Commissioner for Research and was delegated to the Division of Higher Education. The three main purposes of the pilot study and the progress under each to date are as follows:

1. To accomplish fundamental operational planning in anticipation that funds will be made available for a major research effort in teacher personnel for the fiscal year 1957 (July 1956 through June 1957).

Significant progress has been made toward this objective. As John B. Whitelaw, director of the project, states, "We have been exceedingly fortunate in securing as members of the staff Lathrop V. Beale, a former instructor in sociology and field worker in education, and J. Alan Ross, professor of education and psychology, on leave from Western Washington College of Education, Bellingham, Washington." The director of the project and Florence Friedlander, secretary for the project office, are both regular members of the staff of the Division of Higher Education.

2. To establish a national advisory committee for the pilot study and to enlist the interest and support of other experts, technical specialists, and educational authorities for policy guidance in this research project.

Six prominent educators have contributed their services as a national advisory committee: Earl W. Anderson, The Ohio State University; G. Lester Anderson, University of Buffalo; John H. Fischer, superintendent of schools, city of Baltimore, Md.; Margaret Lindsey, Teachers College, Columbia University; Charles R. Spain, superintendent-elect of schools, Albuquerque, N. Mex.; and James C. Stone, specialist in teacher education, California State Department of Education. They have held full-day meetings in Washington, D. C., on February 24 and on April 26 and 27.

Dr. Whitelaw also reports other sources of support and guidance: "An Office of Education planning committee has been generous in providing policy and technical assistance whenever called upon. We have had encouraging interest and cooperative action from virtually everyone with whom we have conferred across the country and in Washington, D. C.—especially from the Bureau of Labor Statistics, in the Department of Labor."

3. To develop procedures and instruments to be used in the research project in fiscal year 1957, and to try them out as far as time, money, and staff permit.

Early in the program it was decided to design and try out a questionnaire that would constitute the basis for a national study of public elementary and secondary school classroom teachers to find out what the relationships are among their economic situation, formal education, geographic and occupational mobility, and attitudes toward their work. Through the cooperation of the departments of education in the States of Connecticut, North Carolina, and Washington, the questionnaire is now being given a trial run in 12 different communities, 4 in each State.

IT WAS a happy coincidence of events that this pilot study was being planned during the final days of activity preceding the White House Conference on Education, held from November 28 to December 1, 1955, and that, in the course of the study, in April 1956, the Committee for the White House Conference issued its report to the President.

"We propose," states Dr. Whitelaw, "to use Part 4 of the White House Conference Report—*How Can We Get Enough Good Teachers—and Keep Them?*—as the point of origin for this research project. In a very practical and direct sense, this project would be a followup of the White House Conference Report in the field of teacher personnel."

The research project in teacher personnel in the fiscal year 1957 will concentrate on teachers in the public elementary and secondary schools—certainly a big job in itself. Studies of teachers in colleges and universities will be planned, which may be of use to the Committee on Education Beyond the High School, appointed by the President in April 1956.

Recommendations coming out of the pilot study for the research project on staffing the Nation's schools and colleges will emphasize cooperative research—projects sponsored by the Office of Education and carried out by colleges, universities, and the State departments of education.

FOREIGN LANGUAGES *in the* ELEMENTARY SCHOOLS

FIFTEEN years ago fewer than 5,000 pupils were getting foreign-language instruction in the public elementary schools of this country—not enough to fill up even one-half of a figure in the chart below. But by last fall the number had grown to nearly 300,000, almost 60 times more!

Obviously there is a strong movement afoot in the United States toward the teaching of foreign languages to young children. The last 3 years of this movement have been followed by a series of reports jointly sponsored by the Office of Education and the Modern Language Association of America and prepared by Kenneth W. Mildenberger, research associate of the latter organization.

According to the latest of these reports, *Status of Foreign Language Study in American Elementary Schools, 1955*, published this spring, the number of public-elementary-school children involved in this movement already is more than one-third the number enrolled in modern foreign languages in our public high schools, and is fast approaching the number of students of modern foreign languages in all our colleges and universities.

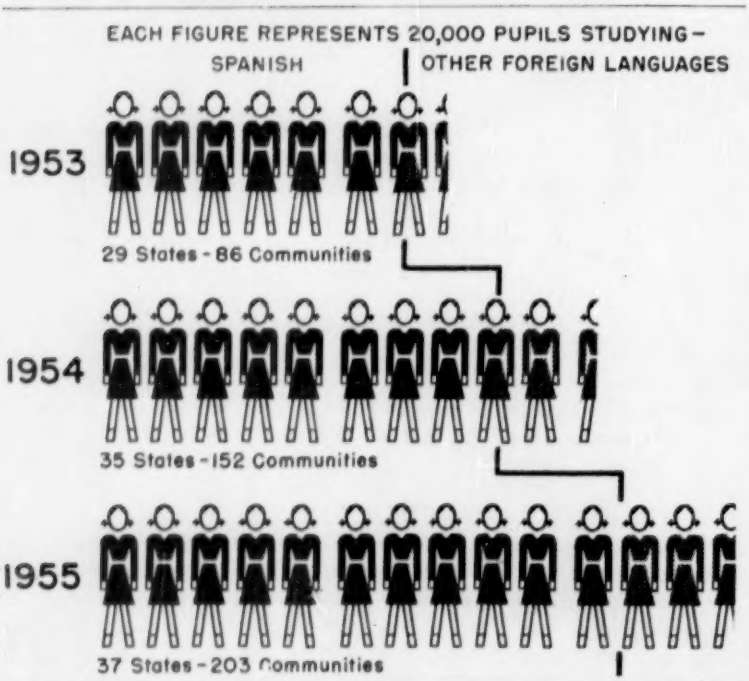
Reasonably enough, Spanish is far and away the most popular language in the elementary classes. French comes next, then German, and then Italian, Latin, Norwegian, and modern Greek. Other languages, among them Swedish and Japanese, are taught in a few communities. In the years covered by the joint studies, the distribution of pupils among the languages has been as follows:

	1953	*1954*	*1955*
Spanish	127,271	172,659	221,583
French	17,616	34,049	46,849
German	493	2,202	2,481
Other	263	639	704
Total	145,643	209,549	271,617

The more the practice of teaching a foreign language in the elementary schools grows, the greater of course is the need for teachers who not only know a foreign language but also have had training in how to teach it. One answer to this need, as the report points out, is the summer workshop. Last year 29 colleges and universities sponsored such workshops; in 1954 the number was 16; in 1953 it was only 2.

This summer, according to Marjorie Johnston, Office of Education specialist in international education and chairman of the Office's Committee on the Teaching of Foreign Languages, there will probably be even more workshops than last year. Already announced are workshops to be held at Michigan State, Purdue, Southern Illinois, Stanford, Western Reserve, and Yale Universities, and

Number of children receiving foreign language instruction in U. S. public elementary schools, 1953–55



ABOUT THE DATA: The data given here, both in and out of the chart, include only public schools and college demonstration schools, campus schools, and teachers' workshops—all at the elementary level, i. e., from kindergarten through grade 6. They include only those ventures in which foreign-language instruction was given directly by classroom teachers or visiting language specialists, not those in which it was given by radio.

Although the figures probably cover most of the foreign-language ventures in schools of the kind specified above, they are not complete: some communities failed to return the questionnaires in time for tabulation; a few others preferred to postpone publicity about their experiments.

the Universities of Colorado, Delaware, Georgia, Michigan, New Mexico, Washington, and Wisconsin.

Among colleges that will offer workshops are Kansas State Teachers (Pittsburg), Macalester (St. Paul, Minn.), Middlebury (Vt.), Mills (Oakland, Calif.), Mississippi Southern (Hattiesburg), Plymouth Teachers (N. H.), Puget Sound (Wash.), Rosary (River Forest, Ill.), and Texas Technological (Lubbock).

Widening Circles

Interest in educational television spreads beyond the educators

EDUCATIONAL television has come into its own at the council tables of professional and commercial producers of television. The day is past when it was the concern of educators alone.

Evidence of its important status is provided us by Gertrude G. Broderick, Office of Education specialist in radio-television programs and research, who tells of the place it was given in Boston last month, at the annual convention of AWRT (American Women in Radio and Television). AWRT had asked the Office of Education to be responsible for a section devoted especially to educational television; and the Office arranged to have a panel of five experts approach the subject from three angles: Production, utilization, and evaluation.

Production policies and practices of a noncommercial educational station were discussed by E. G. Sherburne, Jr., program director of Station WBGH, Boston; those of a commercial station, by Angela McDermott, producer for the Mohawk-Hudson Council on Educational Television, Station WRGB, Schenectady.

Utilization of television by a large city school system without a station of its own was covered in some detail by Dorothy Klock, radio-television production supervisor for the board of education in New York City. Existing network and local station programs are used, Mrs. Klock pointed out, to implement certain classroom subjects, to foster in students a discriminating appreciation of television programs, and to develop understanding and cooperation between school and community. Mrs. Alice Skelsey, information specialist in the United States Department of Agriculture, described the many ways in which a large Government department utilizes television to extend its program of public information.

John C. Crabbe, program consultant for the Educational Television and Radio Center (established at Ann Arbor, Mich., in 1952 by a grant from the Fund for Adult Education), singlehandedly took on the subject of evaluation. His work at the Center made him the logical choice to present, first, a status report on the 20 educational television stations now on the air and on the dozen or more that are in various stages of development and, second, a detailed account of the Center's activities.

The Center, which provides a national exchange of carefully selected programs, was established primarily to assist local educational television stations with a weekly program service. More recently, under certain conditions, it has extended its service to areas that are without educational television. This extension is possible under a plan by which colleges, universities, school systems, and other educational institutions are able to obtain programs for use on commercial stations. Since May 1954 the Center has developed or acquired more than 100 series, totaling almost 1,200 programs; they have come from 75 separate producers, both national and international. The Center is basically concerned with quality and is enlisting the aid of the brightest imagination and artistry in the country to help make education by television the splendid thing that it deserves to be.

"The reception given to our panel discussion," says Mrs. Broderick, "shows how broad and strong the interest in educational television has become. The room was filled to capacity, and people stayed to join in the discussion at the end. We ran over our scheduled time, but that was because our audience wanted us to. Since the convention we've been getting letters from professional television people both in industry and on stations, all expressing their eagerness to learn more about education by television and to contribute something to its success."

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Circulars

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